

# DOCUMENT RESUME

ED 072 290

VT 018 784

**TITLE** An 8 1/2-Year Record: Mentally Retarded Workers in the Federal Service.  
**INSTITUTION** Civil Service Commission, Washington, D.C. Bureau of Recruiting and Examining.  
**PUB DATE** Nov 72  
**NOTE** 21p.  
**EDRS PRICE** MF-\$0.65 HC-\$3.29  
**DESCRIPTORS** Employees; Employment; \*Employment Opportunities; \*Employment Programs; Employment Statistics; \*Federal Programs; \*Government Employees; \*Mentally Handicapped

## ABSTRACT

Summarized in this report are efforts employed to secure for mentally retarded persons increased job opportunities in the Federal Service. Before actuating the project, extensive studies and job training programs were conducted, and the information obtained widely disseminated. Services of state vocational rehabilitation departments were used in direct placement, postemployment counseling, training, and the supervision of mentally retarded employees. To reduce the rate of failure, evaluation techniques other than competitive examinations were used in assessing employment qualifications. Since the initiation of the program 8 1/2 years ago, a total of 7,442 mentally retarded persons have been hired by 40 Federal agencies throughout the United States, and as of June 20, 1972, 53 percent of these persons were still employed, and some 2,105 have either received promotions or changed pay systems. Several tables present the data. (SN)

# **AN 8½-YEAR RECORD**

## **MENTALLY RETARDED WORKERS IN THE FEDERAL SERVICE**

U.S. DEPARTMENT OF HEALTH,  
EDUCATION & WELFARE  
OFFICE OF EDUCATION

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**U.S. CIVIL SERVICE COMMISSION  
Bureau of Recruiting and Examining  
Manpower Sources Division  
Office of Public Policy Employment Programs**

**November 1972**

## **AN 8½ YEAR RECORD**

### **Mentally Retarded Workers in the Federal Service**

January 6, 1964, marked an important event in the life of Terri Smith.\* On that day, she went to work for the Federal Government as a Housekeeping Aide. A not very remarkable accomplishment for most people, but a signal one for Ms. Smith. She is mentally retarded. Her success on this job was to be repeated in many other Federal jobs by thousands of mentally retarded men and women in the ensuing 8½ years. This report outlines the steps taken enroute to these gains and offers a detailed statistical view of the effort as it has been conducted all across the country.

Historically, opportunities for employment of mentally retarded persons in the Federal service had been minimal. Barriers to their employment included inflexible qualifying examinations and a general misunderstanding about their ability to perform in a competitive work setting. By 1963, these hurdles had been overcome by the establishment of a special hiring authority and by development of procedures which the U.S. Civil Service Commission could use to implement a special program for retardates.

One major feature of this campaign is an agreement by Federal agencies to use the services of State vocational rehabilitation departments in the direct placement, postemployment counseling, training, and supervision of mentally retarded employees. This commitment permits the substitution of a rehab counselor's professional judgment for the standard testing procedures to determine employability of an applicant who is retarded. This evaluation is formalized by a written certification, prepared by the counselor and declaring that the retarded individual has the ability to perform in a particular job, is physically qualified to handle the tasks without hazard, and is socially competent to maintain a proper deportment both in the work environment and during afterwork hours.

\* Not the employee's real name.

The effectiveness of this counselor-employer team is further enhanced by a stipulation that the agency will consult the counselor prior to any separation of an employee hired under this special authority. This was set up to reassure the employer that he will not be compelled to keep an unsatisfactory employee on the payroll, and to reassure the retardate that continued rehabilitation services are still available in case he doesn't make it the first time around.

With these and other guidelines in effect, the program was solidly based and off to a good start. Most of the Federal agencies began making placements early in 1964 and are still doing so, proving that mentally retarded persons can indeed become integral parts of a work force and, in fact, are especially desirable employees for certain kinds of jobs. The continuing success of the program has been due mainly to the firm rapport among Federal agency Coordinators of Selective Placement of the Handicapped, State vocational rehabilitation counselors, and the Civil Service Commission.

Techniques were developed to stimulate interest and support by encouraging employers to learn more about retardates' abilities and limitations, and to recognize the broad scale of variations covered by the term "mental retardation." Extensive studies were made of tasks performed in low-level, repetitive jobs. Educational and job-training programs were developed to help retardates prepare for work at government agencies.

The real significance of these efforts has been emphasized in the number of retarded men and women who have been rehabilitated from dependency and into gainful employment. The record shows that, during the past 8½ years, a total of 7,442 appointments were made in 40 Federal agencies located in every one of the States. Fifty-three percent of these persons were still working as of June 30, 1972—a figure which compares favorably with turnover rates for all employees in similar grades. Equally interesting is the fact that 3,182 of these individuals were employed for at least three years, and often for much longer.

Our first appointee, Terri Smith, is typical. She is still working in the Federal service, but at another agency. She has progressed two grade levels and is now an office machine operator. This has been the experience of many other mentally retarded workers as well—1,755 promotions and 350 changes from General Schedule to Wage Grade pay systems (or vice versa) have been made during the period of this report. It is important, too, to note that 145 retardates were converted to regular, career-conditional appointments.

This kind of mobility proves that meaningful work experiences can enable some mentally retarded employees to move ahead and, in other instances, even to compete for regular appointments on an equal footing with the nonretarded.

Employment of the mentally retarded tends to be concentrated in "blue collar" type of work. About 70 percent of the appointments were in these job classifications within the Wage Grade and Postal Service systems, while the remaining 30 percent were "white collar" jobs in the General Schedule (GS) system.

Job termination records for retarded employees reveal the same kinds of reasons for leaving as are found in the general population—moving from the area, getting another job, illness, reduction in force, or expiration of temporary appointment. It is gratifying to see that only a small number of retarded persons were involuntarily separated for poor work performance or for behavioral reasons. This is a direct result of requiring employee certification by vocational rehabilitation counselors who accurately match their clients to the jobs available.

Another plus for employment of the mentally retarded has been the modification of competitive examining operations. Gone is the customary paper and pencil testing for unskilled clerical or laborer positions. Instead, evaluation techniques assess the applicant's motivation, interest, work history, and other such job-related factors. Using this alternative route to employment, State vocational rehabilitation counselors have been able to help their clients

obtain job eligibility. Then, by bringing their selective placement skills to bear, they are able to place these clients in suitable positions. Many mentally retarded persons have been employed through this approach, although data about these appointments are not included in this report.

This 8½-year experience in Federal employment proves what many educators and vocational rehabilitation specialists have known for a long time—given the opportunity, mentally retarded men and women can and do *produce!*

## THE STATISTICAL PICTURE

### Appointments by CSC Region

#### *Cumulative, Current and Total*

Region	1/01/64 to 6/30/71	7/31/71 to 6/30/72	Total
Atlanta	702	17	719
Boston	187	12	199
Chicago	1153	30	1183
Dallas	780	93	873
Denver	251	7	258
New York	465	5	470
Philadelphia	515	40	555
St. Louis	468	19	487
San Francisco	872	22	894
Seattle	226	10	236
District of Columbia	1552	16	1568
<b>TOTAL</b>	<b>7171</b>	<b>271</b>	<b>7442</b>



# **Appointments, Separations, Net on Board by Agency**

**January 1, 1964 to June 30, 1972**

Agency	Appoint- ments	Separ- ations	Net on Board 6/30/72
Agriculture	161	95	66
Air Force	778	333	445
Army	840	524	316
Civil Service Com.	44	19	25
Commerce	163	88	75
Defense Atomic Support	2	1	1
Defense Supply Agency	91	32	59
Environmental Protec. Ag.	4	0	4
Federal Commun. Com.	4	2	2
Fed. Deposit Ins. Corp.	2	0	2
Fed. Home Loan Bank Bd.	2	0	2
Fed. Maritime Com.	1	0	1
Fed. Mediation & Concil.	6	3	3
Federal Power Com.	11	4	7
Federal Trade Com.	33	19	14
General Account. Office	3	1	2
General Services Adm.	834	455	379
Government Prtg. Off.	9	4	5
Health, Ed. and Welfare	589	211	378
Hous. and Urb. Develop.	87	30	57
Interior	54	36	18
Interstate Commerce Com.	11	9	2
Justice	38	15	23
Labor	48	23	25
Nat. Aeron. and Space Ad.	17	2	15
Nat. Labor Rel. Bd.	1	1	0
Nat. Science Foundation	6	4	2
Navy	386	185	201
Office of Econ. Oppor.	21	7	14
Off. Manag. and Budget	3	1	2
Postal Service	1,695	513	1,182
Sec. and Exch. Comm	6	2	4
Small Business Adm.	5	2	3
Smithsonian Institution	15	13	2

Agency	Appoint- ments	Separa- tions	Net on Board 6/30/72
State	4	4	0
Transportation	136	60	76
Treasury	566	381	185
U.S. Inform. Agency	15	8	7
U.S. Tax Court	2	1	1
Veterans Admin.	749	382	367
<b>TOTAL</b>	<b>7,442</b>	<b>3,470</b>	<b>3,972</b>

### Appointments by Region and Agency

#### Cumulative, Current, and Total

Region	Agency	1/01/64 to 6/30/71	7/01/71 to 6/30/72	Total
Atlanta	Air Force	98	5	103
	Agriculture	8	0	8
	Army	121	0	121
	Defense Supply Agency	2	0	2
	Labor	1	0	1
	Environmental Protec. Ag.	2	0	2
	General Services Admin.	76	0	76
	Health, Educ. & Welfare	36	1	37
	Housing & Urban Develop.	2	0	2
	Nat'l Aeron. & Space Ad.	2	0	2
	Navy	46	0	46
	Office of Economic Opport.	2	0	2
	Postal Service	139	6	145
	Transportation	12	0	12



Region	Agency	1/01/64 to 6/30/71	1/01/71 to 6/30/72	Total
	Treasury	93	0	93
	Veterans Administration	61	5	66
		<u>701</u>	<u>17</u>	<u>718</u>
Boston	Air Force	20	3	23
	Army	7	1	8
	Civil Service Comm.	1	0	1
	Defense Supply Agency	1	0	1
	Justice	1	0	1
	General Services Admin.	17	0	17
	Health, Educ. & Welfare	6	0	6
	Navy	24	0	24
	Postal Service	35	0	35
	Small Business Admin.	2	0	2
	Treasury	32	4	36
	Veterans Administration	42	4	46
		<u>188</u>	<u>12</u>	<u>200</u>
Chicago	Air Force	118	5	123
	Agriculture	7	0	7
	Army	36	0	36
	Commerce	11	0	11
	Civil Service Comm.	10	0	10
	Defense Supply Agency	13	0	13
	General Services Admin.	130	0	130
	Health, Educ. & Welfare	22	0	22
	Hous. and Urb. Develop.	4	0	4
	Gov't Printing Office	1	0	1
	Nat'l Aeron. & Space Admin.	4	0	4
	Navy	20	0	20
	Postal Service	607	10	617
	Transportation	5	0	5
	Treasury	61	3	64
	Veterans Administration	103	13	116
		<u>1,152</u>	<u>31</u>	<u>1,183</u>

Region	Agency	1/01/64 to 6/30/71	7/01/71 to 6/30/72	Total
Dallas	Air Force	194	55	249
	Agriculture	11	0	11
	Army	207	30	237
	Civil Service Comm.	2	0	2
	Defense Atomic Support Ag.	2	0	2
	Defense Supply Agency	2	0	2
	General Services Admin.	45	1	46
	Health, Educ. & Welfare	16	0	16
	Housing & Urban Develop.	2	0	2
	Interior	5	0	5
	Nat'l Aeron. & Space Admin.	3	0	3
	Navy	31	1	32
	Postal Service	99	4	103
	Transportation	29	0	29
	Treasury	22	0	22
	Veterans Administration	110	2	112
	<u>780</u>	<u>93</u>	<u>873</u>	
Denver	Air Force	77	4	81
	Agriculture	13	0	13
	Army	21	0	21
	Defense Supply Agency	18	0	18
	General Services Admin.	30	0	30
	Interior	3	0	3
	Office of Econ. Opport.	1	0	1
	Postal Service	59	0	59
	Treasury	11	0	11
	Veterans Administration	18	3	21
		<u>251</u>	<u>7</u>	<u>258</u>
New York	Air Force	8	0	8
	Army	44	0	44
	Commerce	1	0	1
	Civil Service Comm.	5	0	5
	Defense Supply Agency	11	0	11
	General Services Admin.	27	1	28

Region	Agency	1/01/64 to 6/30/71	7/01/71 to 6/30/72	Total
	Health, Educ. & Welfare	15	0	15
	Office of Econ. Opport.	1	0	1
	Postal Service	225	2	227
	Sec. & Exchange Comm.	1	0	1
	Transportation	8	0	8
	Treasury	65	0	65
	Veterans Administration	54	2	56
		<u>465</u>	<u>5</u>	<u>470</u>
Philadelphia	Air Force	4	1	5
	Agriculture	2	0	2
	Army	74	1	75
	Commerce	3	4	7
	Civil Service Comm.	1	0	1
	Office of Sec. of Defense	0	3	3
	Defense Supply Agency	0	6	6
	Def. Contract Ad. Ser. Cntr.	1	0	1
	Def. Industrial Supply Cntr.	6	0	6
	Defense Support	9	0	9
	General Services Admin.	50	1	51
	Health, Educ. & Welfare	90	18	108
	Housing & Urban Develop.	1	0	1
	Interior	3	0	3
	Navy	69	1	70
	Postal Service	109	0	109
	Transportation	0	1	1
	Treasury	33	0	33
	Veterans Administration	60	4	64
		<u>515</u>	<u>40</u>	<u>555</u>
St. Louis	Air Force	10	2	12
	Agriculture	12	0	12
	Army	79	3	82
	Commerce	3	0	3
	Civil Service Comm.	1	0	1

Region	Agency	1/01/64 to 6/30/71	7/01/71 to 6/30/72	Total
	General Services Admin.	228	2	230
	Health, E 'uc. & Weliare	23	0	23
	Interior	1	0	1
	Postal Service	44	0	44
	Transportation	1	0	1
	Treasury	12	7	19
	Veterans Administration	54	5	59
		<u>468</u>	<u>19</u>	<u>487</u>
San Francisco	Air Force	150	11	161
	Agriculture	20	0	20
	Army	7	2	9
	Civil Service Comm.	8	0	8
	Defense Supply Agency	14	0	14
	General Services Admin.	136	0	136
	Health, Educ. & Welfare	32	1	33
	Housing & Urban Develop.	2	0	2
	Interior	2	0	2
	Nat'l Aeron. & Space Ad.	1	0	1
	Navy	71	4	75
	Postal Service	268	1	269
	Transportation	1	0	1
	Treasury	26	2	28
	Veterans Administration	134	1	135
		<u>872</u>	<u>22</u>	<u>894</u>
Seattle	Air Force	7	1	8
	Agriculture	35	0	35
	Army	11	0	11
	Civil Service Comm.	1	0	1
	General Services Admin.	8	0	8
	Health, Educ. & Welfare	7	0	7
	Housing & Urban Develop.	8	0	8
	Interior	21	1	22
	Navy	18	0	18

Region	Agency	1/01/64 to 6/30/71	7/01/71 to 6/30/72	Total
	Postal Service	61	2	63
	Transportation	1	0	1
	Veterans Administration	48	6	54
		<u>226</u>	<u>10</u>	<u>236</u>
District of Columbia	Air Force	5	0	5
	Agriculture	53	0	53
	Army	196	0	196
	Office of Management & Bug.	3	0	3
	Commerce	138	3	141
	Civil Service Comm.	15	0	15
	Defense Supply Agency	5	0	5
	Justice	36	1	37
	Labor	47	0	47
	Environmental Protec. Ag.	2	0	2
	Federal Commun. Comm.	4	0	4
	Fed. Dep. Ins. Corp.	2	0	2
	Fed. Home Loan Bank Board	2	0	2
	Fed. Mediation & Council	6	0	6
	Fed. Power Comm.	11	0	11
	Fed. Trade Comm.	33	0	33
	General Services Admin.	82	0	82
	Health, Educ. & Welfare	320	2	322
	Housing & Urban Develop.	68	0	68
	U.S. Info. Agency	15	0	15
	Interstate Commerce Comm.	11	0	11
	Interior	17	1	18
	Gen. Accting Office	3	0	3
	Gov't Printing Office	8	0	8
	Fed. Maritime Comm.	1	0	1
	Nat'l Science Foundation	6	0	6
	Nat'l Labor Relations Board	1	0	1
	Nat'l Aeron. & Space Admin.	7	0	7
	Navy	100	1	101
	Off. of Econ. Opport.	16	1	17

Region	Agency	1/01/64 to 6/30/71	7/01/71 to 6/30/72	Total
	Postal Service	23	1	24
	Small Business Adm'n.	3	0	3
	Sec. Exchange Comm.	5	0	5
	Smithsonian Institution	15	0	15
	State	4	0	4
	U.S. Tax Court	2	0	2
	Transportation	78	0	78
	Treasury	190	5	195
	Veterans Administration	20	0	20
		1,553	15	1,568

TOTALS	7,171	271	7,442
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### Appointments by State

January 1, 1964 to June 30, 1972

State	Number	State	Number
Alabama	50	Illinois	519
Alaska	4	Indiana	63
Arizona	59	Iowa	25
Arkansas	15	Kansas	36
California	815	Kentucky	58
Colorado	100	Louisiana	72
Connecticut	36	Maine	6
Delaware	8	Maryland	350
District of Columbia	1,158	Massachusetts	122
Florida	167	Michigan	264
Georgia	248	Minnesota	78
Hawaii	7	Mississippi	23
Idaho	31	Missouri	401

State	Number	State	Number
Montana	18	South Carolina	46
Nebraska	24	South Dakota	7
Nevada	16	Tennessee	42
New Hampshire	9	Texas	519
New Jersey	95	Utah	114
New Mexico	82	Vermont	2
New York	375	Virginia	300
North Carolina	87	Washington	132
North Dakota	6	West Virginia	9
Ohio	204	Wisconsin	51
Oklahoma	185	Wyoming	11
Oregon	69	(Not Recorded)	3
Pennsylvania	297	TOTAL	<u>7,442</u>
Rhode Island	24		



## Reasons for Separation

**January 1, 1964 to June 30, 1972**

Reason for Separation	1/01/64 to 6/30/71	7/01/71 to 6/30/72	Total
To seek another job	287	24	311
Moved from area	171	14	185
To enter military service	142	3	145
To return to school	137	3	140
Transportation problems	69	2	71
Civil or criminal offense	29	0	29
Illness or physical disability	177	12	189
Death	15	2	17
Marriage	34	0	34
Pregnant	45	1	46
Unable to perform job tasks	260	11	271
Poor adaptive behavior	117	2	119
Excessive absences and/or tardy	194	13	207
Transfer to another Federal agency	152	9	161
Converted to career-conditional appointment	116	29	145
Temporary appointment	222	16	238
Reduction in force, job abolished, lack of work	379	34	413
Other (didn't like job, hours, etc.)	371	27	398
Not recorded or unknown	176	3	179
To accept another job in private industry	167	5	172
<b>TOTAL</b>	<b>3,260</b>	<b>210</b>	<b>3,470</b>

## Job Titles

Job Title	Number
Air Condit. and Heating Helper	1
Aircraft Jet Engine Assembler	1
Animal Caretaker	10
Automotive Equipment Operator	2
Bindery Worker	10
Building Attendant	7
Building Maintenance Worker	1
Biological Aid	7
Buoy Maintenance Helper	1
Card Punch Operator	72
Center Helper	4
Cartographic Aid	6
Chauffeur	2
Clerk	825
Clerk, Cash	4
Clerk, Coding	2
Clerk, Control	6
Clerk, Dictating Transcriber	2
Clerk, Examining	2
Clerk, File & Mail	241
Clerk, Mail	227
Clerk, Mail (Motor Veh. Opr.)	8
Clerk, Money Counter	4
Clerk, Personnel	2
Clerk, Publications Supply	14
Clerk, Receptionist	1
Clerk, Stock	2
Clerk, Supply	37
Clerk, Typist	108
Clerk, Utility	11
Clothing & Fabric Worker	5
Commissary Stock Handler	30
Cook	3
Currency Examiner	6
Custodial Laborer	877

Job Title	Number
Dishwasher	1
Draftsman	2
Electrician Trainee	2
Elevator Operator	12
Engineering Aid	2
Farm Laborer	6
Film Library Asst.	1
Finishing Worker	5
Fire Control Aid	2
Food Service Worker	413
Forest Worker	20
Fork Lift Operator	1
Fluid System Component Worker	2
Flight Data Aid	1
Garageman	2
Groceryman	2
Ground Maintenance Worker	28
Headliner Operator	1
Health Aid	6
Helper, Aircraft Engine Mech.	1
Helper, General	9
Housekeeping Aid	159
Janitor or Cleaner	596
Laboratory Worker	26
Laborer	792
Laundry Wrkr. (all Classif.)	373
Library Assistant	7
Lithographic Printing Wrkr.	12
Mail Handler	316
Maintenance Mechanic Hlpr.	2
Meat Cutter	3
Medical Aid	6
Mess Attendant	293
Messenger	353
Meat Market Attendant	1
Meteorological Technician	1
Multilith Operator	1

Job Title	Number
Munition Handler	6
Nursery Worker	4
Nursing Assistant	16
Office Machine Operator	192
Off-set Press Operator	4
Operating Engineer Helper	1
Paint Worker	6
Pantry Man	1
Parts & Equip. Cleaner	7
Parts Keeper	1
Patient Property Handler	1
Pharmacy Assistant	2
Photocopy Operator	4
Photographic Processing Aid	9
Physical Science Aid	3
Plate Maker	1
Porter	3
Postal Assistant	5
Preservation & Packing Wrkr.	5
Press Cleaner	10
Printing Plant Worker	11
Produce Attendant	6
Projection Equipment Operator	2
Railroad Trackman	2
Sales Store Worker	18
Sewing Machine Operator	5
Spark Plug Worker	1
Stock Handler	7
Student Aid	79
Substitute Mail Handler	873
Small Arms Repairer Helper	3
Summer Helper	31
Summer Trainee (not Federal pay classif.)	60
Telephone Operator	1
Tractor Operator	1
Truck Driver (Light)	1

Vehicle Maintenance Wrker.	2
Ward Attendant	4
Warehouseman	20
Window Washer	1
Workhand	12
Working Aid	7
Xerox Operator	6
X-Ray Film Processor	1
(Not Recorded)	6
TOTAL	<u>7,442</u>

## Appointments by Pay Schedules

January 1, 1964 to June 30, 1972

Pay Schedule	Number
General Schedule	
GS-01	1,464
GS-02	661
GS-03	53
Subtotal	2,178
Wage Grade	
WG-01	2,073
WG-02	1,007
WG-03	211
WG-04	93
WG-05	46
Subtotal	3,430
Postal Service*	
PS-01	183
PS-02	248
PS-03	248
PS-04	1,007
PS-05	9
Subtotal	1,695
Ungraded	
(Student Programs)	Subtotal 139
Grand Total	7,442

\* In interpreting the PS levels, it should be noted that, by law, postal grades were all increased by one level in January, 1968.



Public Policy Employment Programs  
U. S. Civil Service Commission  
Washington, D. C. 20415